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Civil Service Journal

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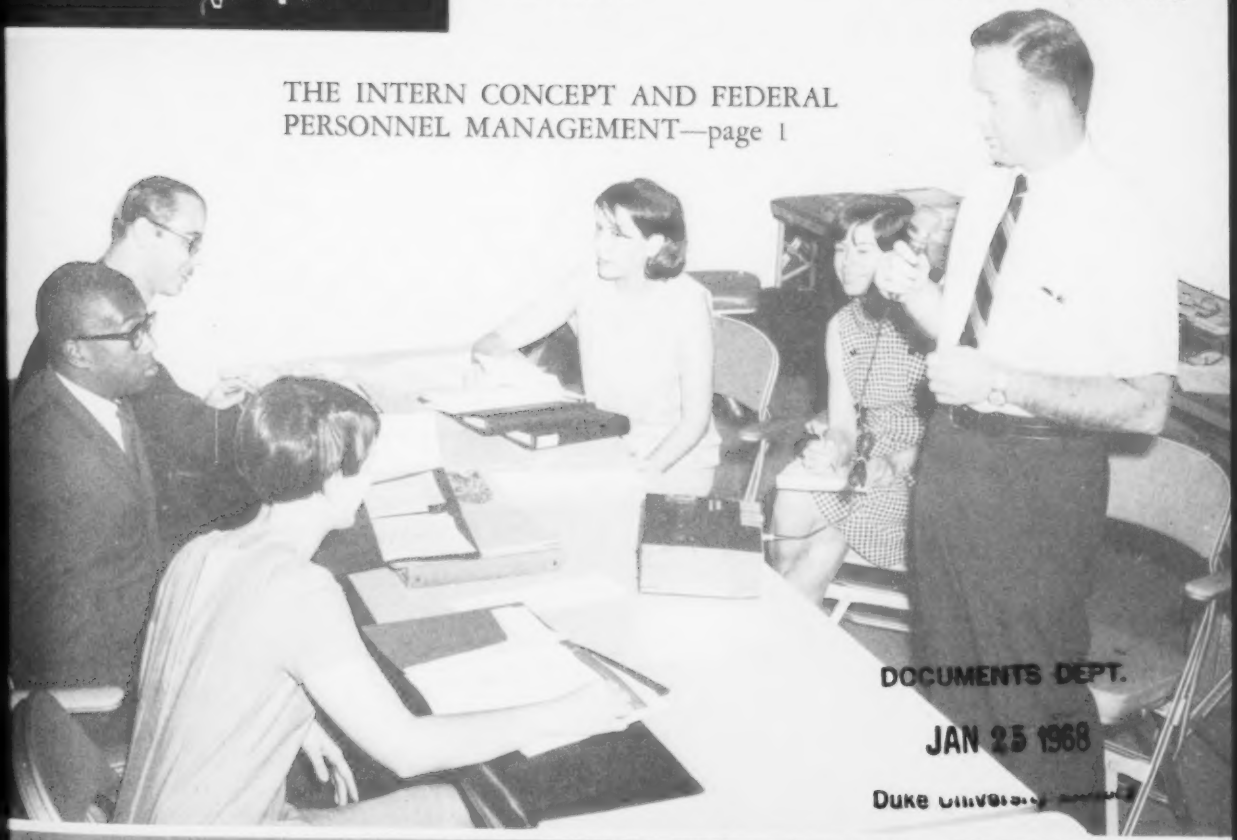
THE INTERN CONCEPT AND FEDERAL PERSONNEL MANAGEMENT—page 1



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L. J. ANDOLSEK ..... *Commissioner*
ROBERT E. HAMPTON .... *Commissioner*
NICHOLAS J. OGANOVIC
Executive Director

Worth Noting

THE EXECUTIVE ASSIGNMENT SYSTEM became fully operational on November 17, 1967, exactly one year from the day its establishment was directed by President Johnson. Civil Service Commission Chairman John W. Macy, Jr., characterized executive talent as "one of our scarcest national resources," and pointed out that the new program would do much to improve effective utilization of leadership talent in the career service. It offers a systematic approach toward meeting executive manpower requirements in individual agencies and in the Government as a whole; providing agency heads with full access to the most capable executives available; and giving individual executives the greatest possible opportunity to achieve their full potential. An important objective is to encourage development of an executive staff which identifies with the Federal service as a whole, rather than with a single agency or program.

THE COORDINATED FEDERAL WAGE-BOARD SYSTEM to cover the Government's 800,000 employees in trade, craft, and laboring occupations was unveiled by the Commission December 1. Two years of intensive staff study and consultation with agencies and union representatives went into the new plan. It is designed to insure that wage board employees performing similar work in the same local wage area will receive the same rates of pay in all Federal agencies.

Actual installation of the new plan will be made on an area-by-area basis as new surveys are conducted. It is expected that the first local surveys under the new system will be those ordered in July 1968. A key provision is that a single "lead" agency in each local wage area will have responsibility for making surveys and issuing wage schedules. All agencies in the same area will then set the pay of their employees under these schedules. Labor organizations will participate in local wage survey committees and in wage committees at agency headquarters, and will also have an important role in collection of wage data.

ROCKEFELLER PUBLIC SERVICE AWARDS have gone to 5 Federal officials who were singled out as exemplifying "the general excellence of the career public service." Each award includes a tax-free cash grant of $10,000. The winners were announced by Princeton University president Robert F. Goheen, who pointed out that, almost without exception, they had joined the Federal service as young men just out of college, and had climbed steadily in their professions. Dr. Goheen commented that each of them, individually, recommends career public service for men of ability, initiative, and dedication.

1967 winners in 5 designated fields are: for administration, Donald A. Williams, director of the Soil Conservation Service, Department of Agriculture; for foreign affairs, Foy D. Kohler, deputy under secretary for political affairs, Department of State; for general welfare, Wilbur J. Cohen, under secretary for Health, Education and Welfare; for law, legislation, or regulation, Philip Elman, commissioner of the Federal

(Continued—See Inside Back Cover)

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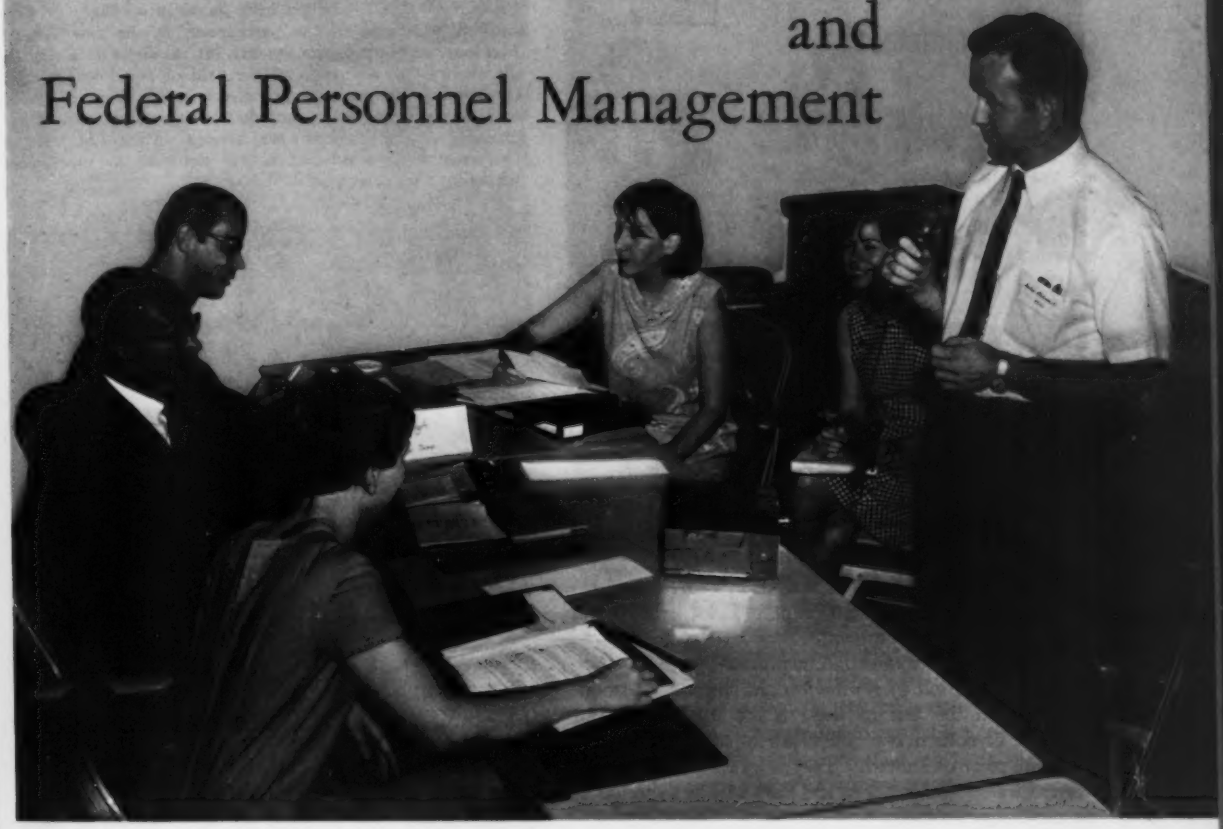
VANDERBILT LAW REVIEW

The Intern Concept and Federal Personnel Management



by NICHOLAS J. OGANOVIC
Executive Director
U.S. Civil Service Commission

THIS YEAR, in cooperation with Federal agencies, the Civil Service Commission has started what I consider one of the most innovative and promising career development programs ever tried.

It is the new Federal Personnel Intern program, which I feel sure will do much to assure needed leadership in Federal personnel management in future years. And it may well provide the pattern for such assurance in other occupational fields. The realities of national manpower projections present compelling reasons for such innovative career development approaches.

More than 800,000 young people will graduate from American colleges and universities in the academic year ending in June 1968. A great variety of beguiling careers will be open to them.

If the Federal Government is going to attract its fair share, we need more specific recruiting appeals than the idea and ideal of public service.

The Federal Personnel Intern program is one such approach that we count on to appeal to the brightest and the best. And if it works in the personnel field, it can work for other occupations.

INTRODUCING THE INTERNS

Let's take a look at the participants in the first Federal Personnel Intern program.

There are 42 of them.

They are all recent college graduates, 6 with master's degrees. Over half of them are going to graduate school at night.

They are 26 men and 16 women, representing 15 departments and agencies.

PILOT PROJECT—Shown here in the first stages of their training are some of the participants in the new Federal Personnel Intern program. At left, interns sit in on a seminar discussion with an expert in the field of equal employment opportunity. Below, an intern meets with a program official to plan the work assignment that is an integral part of her training. At right, interns are briefed on the CSC role in Government at a training course designed to supplement what they are learning on the job.

They are young—21 to 31.

Twenty-eight are brand new to Federal employment. The remaining 14, as of July 1967, had had 3 months to a year or more of Federal Government experience.

They are talented. Responsive. Enthusiastic. They are also candid. Critical. Demanding.

They expect a lot from us and we in Federal Government management positions expect a lot from them through this special program.

The Federal Personnel Intern program is an intensive 2-year combination of on-the-job and formal classroom training, but the first of these is the foremost in importance. Hypothetical problem-solving alone will not do for these particular interns. They want and will be given very real work assignments, and they will be expected to be productive in them.

TRAINING FOR FUTURE MANAGERS

The purpose of the program is to train these carefully chosen people, all of whom have great potential, to become top-notch, first-class, well-informed, all-around Federal personnel managers.

We are not trying to develop just competent staffing specialists, or classification experts, or knowledgeable employee relations, or training, or communication people.

We are interested in giving the interns a working knowledge of all phases of personnel management. There is a shortage of professionals with these credentials.

Agency officials seeking candidates for high-level personnel positions can choose from many highly capable functional specialists, because traditionally we have hired bright, capable young men and women for specific personnel functions and trained them well as personnel specialists. It is unrealistic to expect them to be equally knowledgeable in all the allied personnel specialty functions without additional systematic exposure to the functions. Where possible, agencies are providing them with the additional exposure but the need exists to develop more broad-based individuals familiar with all aspects of personnel management.

Private enterprise knows it as well as we do.

In a recent American Management Research study, "Company Officers Assess the Personnel Function," a personnel official of a transportation company says frankly, "I believe that there is a great scarcity of first-class personnel leaders. There are many competent specialists, but few all-around, well-informed personnel directors."

And listen to the president of an electronics company: "The personnel chief should be broad in experience, and more of a generalist than a specialist."

These findings from private industry parallel our own in terms of future needs.

Federal Government responsibilities are increasingly complex. They are making increasing demands on Federal personnel management to bring new skill and sophistication to all of the vital functions required to staff and maintain an efficient public service.

DEPARTURE FROM TRADITION

The trend is departure from the traditional concept of developing personnel specialists, and arrival at the more flexible concept of developing personnel generalists. This,

coupled with the fact that we have not been attracting enough recruits from ongoing intern and other intake programs to meet our needs, led to the development of the Federal Personnel Intern program.

While to date it is a pilot project, and while it is still very early for forecasting results, the caliber of the people involved and the quality of the innovative program elements suggest great broadening possibilities, both occupationally and geographically.

Just what is innovative about the Federal Personnel Intern program? What makes it unique?

- It is interagency in *concept*. This is the first time agencies have collaborated in designing an intern program specifically for the development of candidates for the Government's middle and high level personnel positions. In March 1966, the need for such a program was formally recognized by the Interagency Advisory Group composed of personnel directors of Federal departments and agencies. At their annual conference, they recommended that "A pool of approximately 50 carefully selected new entrants from colleges should be involved in a coordinated Government-wide work-study program over a year or two." Subsequent meetings and studies involving agency and Commission staffs contributed to the development of the program.
- It is interagency in *practice*. Each intern is assigned in a productive capacity to obtain significant work experience in his own agency, in the Civil Service Commission, and possibly in a third agency. This involves constant and close contact among the Civil Service Commission and the various agencies. Close contact is necessary not only because the program is a relatively new effort, but also because the interagency aspects are more complex than in previous intern programs.
- It is intensive training to meet our needs for personnel *generalists*. The program is designed to bring carefully selected people to a high level of competence in a short period of time. Interns receive assignments to all major phases of personnel management in both staff and line operations. Emphasis is on providing a working knowledge of all the fundamental aspects of personnel management.
- It is *adaptable* to agency and intern alike. Flexibility is a cornerstone of the program. Basic guidelines have been developed jointly by the Commission and agencies, but each agency, in cooperation with its interns, prepared its own comprehensive assignment and training plan tailor-made to the goals and needs of the particular agency and intern. The Commission does insist, however, that interns be given progressively more responsible, challenging, productive assignments where they can learn from doing, not just from observing. This is because trainees learn more and are better satisfied if the assignments demand their best efforts. Also, the interns have demonstrated their ability to complete difficult productive assignments.

In short, it is a training program that is highly attractive, not just to Federal personnel directors but to able young people—college graduates and graduate students, with or without related work experience.

WHO QUALIFIES

To be eligible for the program, a candidate must either have passed the Management Intern Examination or have attained a high score on the Federal Service Entrance Examination. Most personnel interns are recruited directly from college, but an exceptional on-board employee may also be considered if he meets the specified test requirement and has demonstrated potential for the program through his recent work performance. Using these basic criteria, agencies screen candidates for those who display leadership qualities and career interest in the field of personnel management. Once accepted, the interns enter the program at the level and salary for which their education, test scores, and experience qualify them.

The opportunities for advancement are a major attraction. An intern comes on board as a GS–5, 7, or 9 and can expect promotion to the next higher grade level after 12 months of successful performance in the program. He can earn another promotion at the end of his second year in the program, but that is only the beginning. We expect that the best members of the intern group will be considered along with other highly qualified people for many middle-level positions as soon as they are eligible.

This promotional ladder is not automatic, however; the interns are not getting a "free ride." Each agency bases its decisions concerning promotions during the program on close observation of each intern's on-the-job performance and on evaluations of him made in training courses. The program is a demanding one and the interns are under some pressure to show us what they can do. Emphasis is placed on their demonstrating their ability to complete assigned functions and take innovative approaches to solving problems. Those who meet the standards

should advance rapidly. The very best will. And they will provide a talent pool from which to draw the necessary leadership for personnel management in the years ahead.

Let's look at the program of a typical Federal Personnel Intern. The main elements are:

- Rotational work assignments
- Formal training courses
- Intern lectures and seminars
- Close working relationships with counselors.

FIRST PHASE: HOME AGENCY

Our intern begins with an initial assignment in his home agency. This assignment is long enough (approximately 6–8 months) and interesting enough for him to achieve a sense of identity with the agency. At this time he should be learning the basic principles and procedures of Federal personnel administration. Some of the assignments might include:

- Assisting managers and employees in solving specific employee problems
- Learning position classification procedures by interviewing employees, analyzing duties, and reviewing organizational structure
- Participating in the recruitment of new employees and evaluating the qualifications and performance of present employees
- Preparing a training course for his agency.

To supplement what he is learning on the job, the intern attends formal training courses, such as "Basic Concepts in Government Operations," "Introduction to Personnel Management," "Basic Employee Development," or "Job Classification and the Management Process."

During this first phase, our intern meets with his fellow trainees in seminar groups. In the first few meetings he gets acquainted with the other interns and participates in discussions of current issues in Federal personnel management. In the seminars, experts in various fields discuss subjects such as "Testing and the Disadvantaged," "Implications of ADP for Federal Personnel Management," and "Labor-Management Relations in the Federal Government."

An important aspect of this and every phase of his development program consists of periodic reports prepared by both the intern and his supervisors, evaluating the program in the agency and the intern's progress and interest in his work. Also during the first phase of his training, our intern meets regularly with his counselor in his agency and the Program Coordinator from the Civil Service Commission. In these sessions he is encouraged to ask questions concerning the program, to make suggestions, and to express his complaints, if any. In one such session he might also discuss with his counselor the possibility of continuing his education by attending courses at night at one of the local universities. Graduate study is encouraged for interns and scholarships are often available to assist in this purpose.

SECOND PHASE: AT CSC

In a second phase, our intern spends approximately 6 months in the Civil Service Commission to learn firsthand about its operations and Commission-agency relationships. Wherever possible, the intern is given the type of assignment at the Commission that his agency has recommended. In most instances it is a project that will permit the intern to personally develop, or assist in developing, an end product with which he can identify. Intern supervisors in the Commission are selected for their professional competence and their interest in the program. They participate in program briefings which help them to work effectively with the interns.

Typical assignments at the Civil Service Commission might include:

- Preparing a legislative proposal or preparing comments on pending legislation.
- Preparing a pamphlet for supervisors on how to handle a specific employee or supervisory problem.
- Serving as a member of a personnel management evaluation team and participating in planning, factfinding, and evaluation of agency personnel management programs.
- Serving as a staff member in the office which has coordinating responsibility for the Government-wide equal employment opportunity function.
- Working with agencies on programs and projects of the Interagency Advisory Group.
- Furthering the automation of various aspects of Federal operations.

During this phase, our intern attends formal training courses relating to his assignments and participates in further seminars with his fellow interns. By this time, the interns themselves are choosing seminar topics and have the total responsibility for organizing and directing these sessions. The periodic counseling sessions and progress reports are also continued.

THIRD PHASE: ANOTHER AGENCY

Another phase of the program lasts approximately 6 months. At this time, our intern is rotated to a third agency which is sufficiently different from his home agency to insure a well-rounded experience. For example, if his home agency were in the Department of Defense, it would be valuable for him to get experience in a non-defense agency; if he were based in a large organization he would similarly benefit from exposure to a smaller agency. Another possibility is that, rather than being sent to a third agency, he could be rotated instead to another part of his home agency; for example, if he were based in the Social Security Administration of the Department

of Health, Education, and Welfare, he could profit from experience in the Food and Drug Administration or the Public Health Service.

Further assignments in this third phase might be:

- Working on the problems of collecting personnel information through an ADP system, including determining the kinds of information needed, developing a capability within the ADP system for selecting the kinds of information needed, and making already available information accessible to appropriate personnel.
- Performing budget duties, such as writing instructions, developing tables, preparing for appropriations hearings and attending the hearings, and preparing quarterly analyses of administration, staffing, and appropriations.

PERMANENT ASSIGNMENT

After the intern has been in the program from 15 to 18 months, he meets with agency officials to discuss assignment to a permanent position at the end of the program. The constant personal attention in his counseling sessions, periodic evaluative reports, and exposure to many different areas should now bear fruit; these provide information necessary for determining where the intern's experience, interest, and training make him best suited for employment. This is also the time to evaluate the intern's capabilities and qualifications for future positions. Does he have a solid base in all four chief operational elements of personnel—staffing, classification, employee relations, and training? The final phase serves to supplement the intern's qualifications and to round out his program of development.

The 42 interns now in training comprise a young, talented, diversified group worthy of the high expectations of those who conceived of this program. Their undergraduate majors, including history, government, political science, business administration, psychology, English, and education, reflect the variety of backgrounds this program can accommodate. Among those who have work experience, the majority have teaching backgrounds.

CAUSE FOR OPTIMISM

It is too soon, of course, for a comprehensive evaluation. But if it is true that morning shows the day, then I am highly optimistic about the future of the Federal Personnel Intern program. For its starting climate has been consistently bright with promise.

In their earliest seminars, these young interns displayed genuine spontaneity and enthusiasm, and, more important, they have maintained it. They are profoundly interested—in each other, in their agencies, in the Commission, and in the intern program in general.

For example, at their very first meeting, it came out that they would like some special intercommunication with each other, to keep in touch and exchange experiences. Someone suggested publishing a newsletter. Editors and volunteer workers quickly offered their services, and the first edition was underway in less time than it takes many of us to write an interoffice memo.

The frequent counseling sessions and evaluative reports supplied by both the interns and the participating agencies provide valuable feedback for continuing analysis of this pilot program. This intelligent and highly responsive group expressed an early interest in having a meaningful voice in running the program for they believe it will be improved by their active participation. They feel a responsibility, as the pilot group, to work with their agencies and the Commission to recognize problems before they loom too large and to eliminate them from future programs.

At the program's formal opening on September 14, 1967, U.S. Civil Service Commission Chairman John W. Macy, Jr., told the interns: "You are the product of a nationwide search for the most promising people your agencies could find to be trained to assume positions of leadership in Federal personnel management in the future. This pilot program and succeeding cycles will help to assure that the Government's personnel operations meet the tests that they will surely face in the years ahead."

What lies ahead for the Federal Personnel Intern program? We foresee an exciting future. We are encouraging agencies to recruit another group of approximately 50 Federal personnel interns to begin their 2-year program in Washington during the summer of 1968. We are also taking steps to implement the program in a number of other metropolitan areas throughout the country.

MODEL PROGRAM

If the Federal Personnel Intern program is as successful as it now promises to be, the interagency intern concept will be extended to other occupations. We are already developing tentative plans for extension to the field of financial management. And other fields, including the sciences, will be considered in the future.

Such specialized intern programs may well be the most logical and mutually beneficial method to introduce highly qualified college graduates to Government service. In this way, a bright young student can get an overview of the Federal service, and an understanding in depth of how his agency works, how he personally can contribute his enthusiasm, skills, and knowledge, and why his effort is so worthwhile to the Federal Government.

Keep your eye on the Federal Personnel Intern program. We believe it will provide a successful working model for the intern way of life and for added insurance of quality staffing of high-level positions in a number of occupations in the Federal service.

LEGAL DECISIONS

Following is a brief critique of the legal decisions made in fiscal 1967. It was a busy year for the judges; 103 decisions were handed down in personnel cases, an average of two a week. The Court of Claims and the district courts divided the load almost equally: 48 decisions by the former, 55 by the latter.

GOOD YEAR FOR PLAINTIFFS

It was a good year for plaintiffs: 22, or 21 percent of the total decisions, were in their favor. It was an especially good year for plaintiffs in the Court of Claims: in 17 cases, or 35 percent of the 48 cases in which decisions were issued by the Court of Claims, the plaintiffs were successful.

Plaintiffs' success in the Court of Claims is particullarly noteworthy when contrasted with their lack of success in the district courts. In the latter, only five out of 55 decisions (10 percent) were for the plaintiff.

Adverse personnel actions continued to lead the field as the cause of action that motivated recourse to the courts. Better than half of the total cases decided—56 out of 103—fell in that category. Only 6 decisions were in favor of the plaintiff.

Other relatively popular causes of action involved retirement matters (12 cases, 4 in favor of plaintiffs); disputes as to pay (10 cases with victory for the plaintiffs in 9 cases; these were mainly overtime cases that were settled by stipulation on the basis of a prior controlling decision of the court); and cases in which the employee's resignation was the point at issue (5 cases, all decided in favor of the Government).

As the new fiscal year began, there were 228 personnel cases pending before the courts. Since the number of cases filed has been increasing each year (128 last year), it seems unlikely that the courts will run out of work this year.

Moving on from the statistics to the substance of last year's decisions, perhaps the most significant decisions were included in a group of cases that indicate that the lower courts are beginning to apply to Federal employee cases a principle that has been ripening in the Supreme Court for several years in cases involving employees of State or local governments. That principle is that people don't cease to be people when they become public employees and, as a consequence, public employment may not be conditioned upon the surrender of constitutional rights which could not be abridged by direct Government action.

RIGHT OF ASSOCIATION

Applying this principle, the Supreme Court struck down the statutory loyalty oaths that New York required its employees to take. The court found that the oaths were unconstitutionally vague and violative of the employee's First Amendment right of association in that they proscribed mere membership in the Communist Party. *Keyishian* v. *Board of Regents,* January 23, 1967. This followed by less than a year a similar blow delivered to the Arizona loyalty oath by the Supreme Court in the case of *Elfbrandt* v. *Russell,* April 18, 1966. Since then the Colorado oath has fallen, *Gallagher* v. *Smiley,* District Court, Colorado, April 24, 1967, as has the Kansas oath, *Ehrenreich* v. *Londerholm,* District Court, Kansas, September 11, 1967, and the New Jersey oath, Opinion, Attorney General, New Jersey, September 1, 1967. Finally, in one of its first decisions in the October Term, 1967, the Supreme Court held the statute on which the Maryland loyalty oath was based to be unconstitutional. *Whitehill* v. *Elkins,* November 6, 1967.

MILITARY DEPARTMENTS

One of the Court of Claims' decisions involved the exercise of the First Amendment right to petition the Government for a redress of grievances. *Swaaley* v. *United States,* May 12, 1967. The court said that the right of a Navy employee to petition was interfered with when he was removed because of statements made in a letter to the Secretary of the Navy.

Fourth Amendment rights were involved in the decisions of the Court of Appeals for the District of Columbia Circuit and the Court of Claims. Both invalidated removals based on evidence obtained by an illegal search and seizure in violation of the Fourth Amendment. The cases were *Powell* v. *Zuckert,* D.C. Cir., July 28, 1966, and *Saylor* v. *United States,* Court of Claims, March 17, 1967.

PRINCIPLES OF FAIR PLAY

Another group of significant cases was decided in favor of plaintiffs not because of an infringement of constitutional rights but because of violations of what the courts referred to as some of the fundamental principles

of "fair play." The Court of Claims in the *Camero* case held on April 14, 1967, that plaintiff's removal was illegal when the evidence showed that the attorney who represented the agency at the grievance hearing was asked for his views of the case by one of the officials who participated in the decision.

In *Bennett* v. *United States,* a decision against the plaintiff by the Court of Claims (February 18, 1966) was vacated by the Supreme Court (October 10, 1967) on a petition for certiorari in which the Solicitor General joined with the plaintiff. The Solicitor General thought, as did a dissenting Judge of the Court of Claims, that plaintiff was entitled to more than "the cryptic few lines handed to her" when she was removed for alleged false statements as to her membership in a Communist organization, particularly since additional information was in the file and could have been given to her without violating any security regulations.

NO DISPARATE TREATMENT

In *Ainsworth* v. *United States,* Court of Claims, May 12, 1967, and *Coakley* v. *Postmaster of Boston, Massachusetts,* Court of Appeals, First Circuit, March 16, 1967, removals were reversed because the court could not see a valid basis for treating the plaintiffs differently from other employees.

Ainsworth, a veteran, was removed after serving several years under a temporary appointment pending establishment of a register (TAPER) in a position in the competitive service. If the position had been in the excepted service, his removal would have been covered by section 14 of the Veterans' Preference Act (*Born* v. *Allen,* Court of Appeals, District of Columbia Circuit, November 28, 1960). The court could see no basis for the disparate treatment.

Coakley was removed because he held a full-time State job concurrently with his full-time Federal job. The regulation of the Post Office Department that prohibited this was based on Executive Order No. 9 of January 17, 1873. Another regulation based on Executive Order No. 11222 of May 8, 1965, allowed a Federal employee to be employed full time in a position with private industry if there was no conflict of interest involved and the performance of the duties of the Federal position was not impeded. In this case, too, the court could not be persuaded that there was a valid basis for this distinction.

—John J. McCarthy

RECRUITING SUCCESS IN SAMOA

AN UNUSUAL recruiting effort to meet a special manpower need was successfully launched last summer. The Environmental Science Services Administration of the Department of Commerce joined in a project with the Government of American Samoa and the Interagency Board of Examiners to recruit native American Samoans for the Weather Bureau at Pago-Pago.

An examination for meteorological technician was announced and some 300 people applied. Thirty passed the examination, and 8 were sworn in as successful candidates.

An outstanding opportunity was accorded to these American Samoans; they were given transportation to Honolulu where they are now participating in a special 6-month training class. When this training is completed, they will go to their regular positions at the ESSA station at Pago-Pago International Airport. Working under the supervision of the Technician-in-Charge, the new workers will displace the American staff, which will be transferred either to Hawaii or mainland positions. The meteorological observation duties will then be in the hands of local, native employees.

Of particular interest is the planning that went into this project, which held the keen interest of Governor H. Rex Lee of American Samoa. Among the methods used to inform the Samoan people of this employment opportunity, for example, was a live 50-minute dual-language television broadcast detailing the requirements of the GS–2 positions. The broadcast was taped and shown again. It is estimated that nearly 90 percent of the people in American Samoa learned about the Weather Bureau recruiting program.

NEW RECRUITS IN PAGO-PAGO—Governor H. Rex Lee of American Samoa is shown on the balcony outside his office with a group of newly sworn-in Weather Bureau trainees scheduled for training as meteorological technicians.

This is another example of how untapped resources can be employed to achieve continuing and expanding progress in the civil service.

Developing the Administrative and Professional Personnel

TO SERVE AN

by DONALD C. STONE, *Dean*

Graduate School of Public and International Affairs, University of Pittsburgh

IF WE ARE TO ACHIEVE a livable and viable urban America, what new capabilities must the Federal Government develop? What should be the role of universities in education and research to help create these capabilities? What relationships need to exist between Federal, State, and local governments and the universities to enable the universities to perform this role well?

In a report prepared for the Presidential Task Force on Career Development, I said, "Administrative and professional employees of Federal agencies whose programs and functions impinge on urban communities need to be oriented to the real character of the modern urban world and provided with an enormous dosage of professional education focused on the role, tasks, and methods of dealing constructively with urban problems."

During the past 6 years, the Graduate School of Public and International Affairs has made three assessments of the kinds of professionals needed for urban services and the adequacy of present graduate education and fellowship programs to supply them. In our "Handbook on Career and Educational Opportunities in the Urban Professions," we list 19 areas that demand prompt university attention.

In my report for the Presidential Task Force I named 12 of these 19 areas for immediate Federal support: (1) urban administration; (2) urban and regional planning; (3) community social planning and action; (4) education planning and administration; (5) urban development, renewal, and housing; (6) public works engineering and administration; (7) urban transportation planning and administration; (8) industrial economic development; (9) social welfare planning and administration; (10) law enforcement; (11) recreation and other leisure time fields; and (12) metropolitan studies. Public health is the one critical field now receiving such support.

Dean Stone's distinguished career encompasses academic, government, and other fields. He has been President of Springfield College, Director of Administration for the Economic Cooperation Administration and the Mutual Security Agency, Assistant Director of the Bureau of the Budget, Executive Director of the Public Administration Service, and has held positions in municipal organizations and programs to improve standards of practice throughout the country.

URBAN AMERICA

While the Federal Government has made a serious commitment to the mobilization of technology, education, and career advancement in such fields as physical science, agriculture, defense, and space exploration, it has not yet committed itself to an educational and research underpinning for an effective urban America. As a result, efforts by universities in the 12 priority fields have remained largely nonexistent or minuscule.

LACK OF A SUFFICIENT COMMITMENT

Many legislators and government officers at all levels have been oblivious of the real character and scope of the country's urban ills. Since the founding of the Republic, urban problems have been continuously swept under the rug. Many lawmakers still seem unable to recognize that the United States is a highly urbanized society, and that the source of its national strength is in urban industrial might.

Central city decay, slums, smog, congestion, poverty and discrimination, and a hundred other urban ailments have beset us for years, but as a Nation we have been paralyzed both by apathy and an obsolete governmental system. Perhaps recent riots may hasten the major attitudinal and institutional changes required to modernize the country's system of local and State government and to reorient the Federal establishment. However, without a major reformation America will not be equipped to confront and manage present and future urban problems.

CULTURAL LAG

A chief obstacle is the persistent assumption that the function of the Federal Government is to serve rural dwellers and that the needs of the urban dwellers are, *ipso facto*, the responsibility of the State and local, not Federal government.

The entire U.S. system of government was designed for an agrarian society. Since the founding of our Republic, matters urban, customarily referred to as local government, have been assumed to be the exclusive province of the States. Federal employees have grown up in a culture which has viewed cities as cesspools of evil and ugliness. Working for city hall is widely considered in our culture as an unbecoming, if not a corrupting, occupation.

A PARTNERSHIP JOB

Our Nation cannot respond capably and comprehensively to the tasks of creating a viable urban society without a major reorientation of Federal personnel and a structural reorganization at all levels. Ideally such a society should be achieved through the partnership of Federal, State, and local governments, and with local levels exercising maximum initiative and decision-making.

Local and State governments should be modernized along the lines recommended by the Committee for Economic Development (CED) in their recent policy statements, "Modernizing Local Government" and "Modernizing State Government." But to change State constitutions, legislation, and urban local governments into catalysts for urban action will require much time and hard citizen and political work.

The President holds the key to the ongoing relations with the governors, mayors, and city managers. This relationship needs to be institutionalized. One step would be the establishment of an "Assistant to the President for State and Local Cooperation" in the Executive Office of the President. The full-time responsibility of this assistant would be to help the President develop and implement this institutionalized partnership.

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ADMINISTRATIVE MODERNIZATION

The Federal Government must become increasingly resourceful in fostering cooperative programs to improve urban conditions and services (clean air and water, urban sprawl, mass transportation, economic opportunity, housing, law enforcement, public health, education, civil rights, etc.).

However, the most difficult task is to stimulate reorganization of State governments and governments in metropolitan areas to enable effective administration of these cooperative programs. Weak and fragmented governments cannot assume and discharge today's urban responsibilities. Each, jealous of its autonomy, will not respond to broad-enough political decisions or to public services offered unless there are either penalties for inaction or rewards for action. The cost of inducing this administrative modernization will be considerable and will include use of Federal grants-in-aid, matching grants, consultation, technical assistance, and education and research. These instruments are all being used in respect to substantive programs, but very little as leverages to bring about basic administrative improvement.

INDUCING THE NECESSARY EDUCATION

The use of these instruments is equally necessary to produce qualified personnel for the 12 priority fields mentioned above. Our national ability to respond to the urban challenge depends on the quality of administrative, professional, and technical personnel responsible for urban affairs within Federal, State, and local agencies.

The fact is that we lack an adequate supply of persons with the knowledge, skill, and leadership qualities to meet the challenge. We could not have them because we have never educated them. We require persons with far more knowledge of substantive and policy aspects of urban affairs, administrative capability, and public service dedication in city, county, State, and Federal agencies. An enormous amount of professional upgrading as well as weeding out is imperative. I recognize that considerable in-service training in urban affairs is going on, but this is confined to local officials. Assessed in terms of developing the needed level of professional competence for the total partnership job, the coverage and impact of such training is slight.

Title I of the 1965 Higher Education Act, which grants funds to States for community services, has been helpful despite its ill-defined substantive and inappropriate administrative provisions. The most promising proposal on the horizon is the Administration-supported Intergovernmental Personnel Act of 1967 (S. 699). It would provide for Federal financial assistance to State and local governments in support of training and other personnel functions. Thoroughly planned and well conceived, it could offer an effective instrument for State and local career development, field-by-field, on a partnership basis with the universities.

Pending enactment of S. 699, the recent Executive Order No. 11348 authorizing improved training and education for Federal employees could be utilized to increase greatly the capabilities of Federal agencies responsible for urban programs. Since such agencies have shown little interest in the past in assigning employees to urban programs, earmarked funds or quotas of persons to be subjected to rigorous training will need to be specified.

While present employees are being upgraded, thousands of the best qualified young men and women of the country should be enrolled annually in master's programs in the 12 priority fields. For this, the Administration has an excellent proposal in the "Education for Public Service Act" (H.R. 8175). However, the low priority that many Congressmen appear to give to these kinds of proposals—critically needed 25 years ago—is discouraging.

One public service area in which Congress has acted with foresight and commitment to induce university programs is that of public health. The recent amendments incorporated in Public Law 89–749 and the bulletin, "Information and Policies on Grants for Training, Studies, and Demonstrations in Comprehensive Health Planning," exemplify the way Federal effort should apply to the 12 critical fields listed above. The potential of this legislation is the reason I have not included public health as a critical field.

A NETWORK OF EDUCATIONAL CENTERS

With these problems and objectives in mind, I recommended to the Presidential Task Force the establishment of a comprehensive, federally supported program to provide high-quality graduate education to fill the whole gamut of administrative, professional, and technical positions essential to serve urban society.

The way to do this is to establish or strengthen within 20 to 30 universities in major metropolitan areas graduate programs in most or all of the 12 critical urban fields. These programs should include master's and doctoral studies, short-term training, research, and advisory services.

Each university should have a major school of public affairs which can give vitality and leadership in drawing attention to problems of urban society among all parts of the university. Such a school would cover several of the broader urban fields, initiate new combinations of subject matter, and joint and cooperative undertakings with other schools and departments.

DELINEATION OF FIELDS

The only way to stimulate and enable universities to embark on a coordinated plan encompassing a dozen or more urban professional fields is to inform them of manpower and research needs and to provide the necessary grants-in-aid.

To this end the Federal Government should determine the categories and numbers of persons required for the Nation as a whole. The Federal Government has done some urban manpower planning.

The Civil Service Commission has recently developed an effective program for personnel administration and its work in connection with S. 699 and H.R. 8175 has been outstanding. HUD, HEW, OEO, and other agencies have initiated important urban services. One essential element in the new federalism is the creation of a unit to develop overall plans, coordinate individual agency efforts, and guide universities and other organizations in the tremendous job of providing the personnel for the Nation's urban responsibilities. However, the findings of the "Handbook" project mentioned above show that the efforts of the Federal Government must continue to expand.

City planning—the field best covered—is served by 26 recognized planning schools; only 5 or 6 universities offer a specially designed curriculum in urban administration; even fewer universities have inaugurated creditable programs in urban development and renewal or in community social planning and action; in the field of social welfare, only a handful of schools of social work have broken out of their traditional molds to focus on welfare policy, programs, and administration; no comprehensive curriculum in urban transportation planning or administration has been found; and not even a fragmentary program has been noted in urban industrial and economic development.

The objective of manpower planning is not only to delineate requirements but also to lay out a program for producing the personnel. This will require intensive research, negotiation, and operations.

ENLISTMENT OF UNIVERSITIES

Without a clear-cut specification of education needs coupled with financial assistance, universities will not, indeed cannot, initiate large-scale urban affairs programs. Trustees, faculty, and presidents have other interests and problems, and only start new programs where there is serious support. Universities did not embark on major research and education in agriculture, space science, public health, nursing, or teacher education by passing the hat among alumni. Nor can they do it with HUD's educational support grants of $1,500 accompanying each fellowship, since this "grant" doesn't even cover 12 months' tuition in many of the institutions.

Nothing less than comprehensive, prestigious education in depth will suffice. A medical school isn't created by adding four or five courses to a department of anatomy or physiology. Yet that is precisely what most universities do in their programs in public administration and urban affairs.

Only in a large, comprehensive university is it possible to bring together all of the diverse fields of knowledge, research, and teaching necessary to deal with increasingly complex urban problems.

FOUR BASIC REQUISITES

In developing new university structures and combinations of curricula to fulfill these educational training and research needs, use must be made of all relevant knowledge, no matter where it has been traditionally dealt with in a university structure. In other words, programs multidisciplinary and interprofessional in concept and content are essential.

A second requisite is to recognize the difference between education for the professions and for the disciplines. While the country needs more and better economists, political scientists, and sociologists, I am focusing here on professional education, i.e., on the development of skills to mobilize and apply knowledge drawn from many fields and to plan, organize, and effect change through action.

Third, a cafeteria of courses drawn from different parts of a university and designed for other purposes will not suffice. Courses based on the above concepts must be developed for precise purposes and fit into a total curricular framework.

Fourth, a considerable amount of basic subject matter is applicable to all urban service fields and some mixture of this can be incorporated in the curricula of schools or programs covering all such fields.

The curriculum for the new Graduate Center for Public Works Engineering and Administration at the Uni-

versity of Pittsburgh illustrates how old and new fields of knowledge can be combined. Designed jointly by the Schools of Engineering, Public Health, and International Affairs on a multidisciplinary and multiprofessional basis, courses have been built to fit a conceptual framework which integrates four substantive areas: (a) public works in its social, economic, political, and legal environments; (b) management of public works programs, projects, and operations; (c) planning, programming, and evaluation which emphasizes new quantitative tools—systems analysis, operations research, computer technology; and (d) public works engineering and practice in various fields—water resources, transportation, environmental health, ect.

SELECTION OF INSTITUTIONS

Federal and foundation funds should be concentrated on universities whose programs meet such criteria. Contrary to a common assumption, it would not be difficult to make defensible selections of universities. The method used by the Public Health Service provides a model. Universities would respond quickly.

University resources are pathetically limited in public service fields. Most of them do not have sufficient staff or funds to engage in planning of new and expanded professional schools and in designing new kinds of curricula. Here is where the professional societies and foundations have a strategic role to play. By providing seed money for self-study and plan development, foundations could prepare universities to respond effectively to Federal financial assistance. The worst thing that could happen is for the Government or a foundation to provide a lot of fellowships for urban fields without creating at the same time teaching programs of high quality.

IMPORTANCE OF FELLOWSHIPS

Training grants like those provided by the Public Health Service are an ideal way to support instruction and students. Fellowships, with a supplemental grant to the university, are a suitably alternate means for attracting high quality persons and enabling them to secure the requisite education.

It is imperative, however, that the supplement be sufficient to cover a major part of the cost of education of the student. Otherwise, the university has no means to expand its programs to accommodate a larger number of students. In addition, special development and teaching grants are often essential, particularly in the early years of new programs.

Four kinds of fellowships are required. In view of the scarcity of instructors, highest priority should be given to fellowships for experienced persons to prepare for teaching and research. Experience is indispensable in professional education especially when mid-career persons are enrolled as students. Fellowships for experienced persons need to be twice as large or larger than those designed for young persons finishing their baccalaureates. In most urban professional fields no Ph. D.'s have ever been produced because doctoral curricula are lacking.

Similarly, two levels of fellowships are required for master's programs, one to meet the needs of young students and a larger stipend to enable the retreading of thousands of persons between the ages of 25 and 35 for service in the urban professions.

The proposed Education for Public Service Act (H.R. 8175) would go a long way in fulfilling these criteria. It would establish in the Department of Health, Education, and Welfare a program of fellowships (up to a 3-year period) with a supplement grant to the university. The bill would also authorize grants or contracts to schools to assist them in planning, developing, strengthening, and carrying out improved methods of education of public servants.

URBAN-GRANT NOT LAND-GRANT

In essence what I am recommending is a hard-headed, comprehensive partnership program fully comparable and at least as large as the complex of land-grant colleges, experiment stations, and extension services developed for agriculture.

Let us bear in mind that less than 8 percent of America's citizens today derive their support primarily from agriculture. Let us do some real planning, legislating, and educating to create an urban environment suitable for the vast majority of our citizens.

RECRUITERS ROUNDUP

RECRUITMENT OF WOMEN

Another milestone of equal opportunity for women in the Federal career service was reached on October 13, 1967, when President Johnson signed Executive Order 11375. The Order amends Executive Order 11246 to extend its positive and continuing program requirements relating to equal opportunity without regard to race, religion, color, or national origin to explicitly include equal opportunity without regard to sex.

The signing of the Executive order further emphasizes the importance of the drive for equal employment opportunity for women in Government, which has been stressed by Presidential Memorandum and Civil Service Commission regulations and instructions for several years. The President's interest in improving the status of women in all aspects of Federal employment is widely known. Many departments and agencies already have progressive programs.

More needs to be done, however, and the Federal Women's Program which the Civil Service Commission is launching to implement the Executive order has a significant recruitment emphasis. Here are a few elements which recruitment planners and programmers should build into their operations.

- Educational activities among managers, supervisors, and recruiters to get away from thinking of positions as "men's jobs" and "women's jobs."
- Analysis of trends in the employment of women—particularly in the mainstream occupations which provide the calibre for future top specialists and managers—and use of the data to program for improvement.
- Restructure of work patterns where possible, to use more qualified professionally, technically, and administratively trained women on a part-time basis.
- Surveys of attitudes of women employees toward the organization and seeking their advice and assistance in recruiting more well qualified women.
- Affirmatively citing an interest in hiring qualified women when scheduling recruiting visits to colleges and universities and other recruitment sources.
- Inclusion of women's schools on college-visit itineraries.
- Use of women recruiters for other than clerical or other traditional "women's jobs."
- Publicizing appointments, promotions, and other achievements of women employees among recruitment sources.
- Carrying on a dialogue about the agency's mission, occupations, and recruitment needs with women leaders, organizations, campus groups, etc.
- Maintaining contacts through field establishments with high school and junior high school vocational guidance counselors and teachers concerning the agency's occupations and the qualification requirements.
- Affirmatively portraying an interest in hiring women in recruitment literature and development of special material designed to reach potential women applicants.

Successful recruiting for qualified women differs little from recruiting qualified men—requiring careful planning and imaginative implementation—with one exception: Destroying the myth that "women can't do it."

STUDY OF COLLEGE RECRUITING

The Civil Service Commission is conducting a Government-wide review of college relations and recruiting. The major facets of the study are:

- Assessment of Federal recruiting and results at a sample of more than 200 colleges and universities.
- Review of the organization, planning, and conduct of college recruiting by Federal agencies (Reference FPM Bulletin 330–9, dated October 30, 1967).
- Study of the college recruiting practices of several private corporations for comparative purposes.

The findings of the review will be used (in conjunction with the assessment made last spring of the campus image of the Federal recruiter through interviews with 352 college placement directors, faculty members, and administrators at 126 schools) to develop guidelines for future Federal college relations and recruiting programs. Outside consultants will assist in analysis of the data and appraisal of results. Representatives of departments and agencies are being consulted at appropriate points in the study.

—Allan W. Howerton
Assistant to the Director, Office of College Relations and Recruitment

A New Use for Early Bird Satellite

by ARTHUR SETTEL, *Public Information Officer*
Bureau of Customs

A TWA PASSENGER PLANE left Frankfurt am Main, Germany, on Wednesday morning, September 6, 1967, with a full payload of passengers and cargo, arriving at Dulles International Airport 8 hours later after a stopover in London.

It appeared to be just another one of those trans-Atlantic flights which routinely cruise the Big Pond with the punctuality and regularity of Greyhound buses leaving from and arriving at the Washington terminal on 12th street.

But TWA #709 was different in one important respect: the passenger list, the cargo manifests, and the other documentation were in the hands of the U.S. Customs inspectors and Immigration, Public Health Service, and Plant Quarantine (USDA) officials at Dulles Airport long before the plane arrived. The documents were not transmitted by radio or radio-photo but by Early Bird Satellite—a historical breakthrough in Space Age communications.

The experiment was jointly sponsored by private industry locking in with Government. It represented a demonstration of what modern technology might do to ease the problems of the well-known "travel explosion" and the expansion in air cargo by harnessing the tools of modern technology.

Moments after the flight took off from Frankfurt, detailed data on the plane's passenger and cargo began moving via Satellite to waiting Customs officials at Dulles where analysis and processing began well in advance of the flight's arrival. A globe-girdling network of sophisticated ground communications and facsimile equipment in Europe and North America was used in the historic experiment which looks to the imminent introduction of jumbo 600-passenger jets in 1970, with more than double the payloads of today's planes.

Cooperating in the experiment, besides the U.S. Customs Service, were Immigration and Naturalization, the Public Health Service, the Department of Agriculture's Plant Quarantine Division, the Department of Transportation, and the U.S. Travel Service. Others, including Miss Frances Knight, Director of the Passport Office, Department of State, were there as observers. Government officials representing these agencies, under the leadership of Thomas J. Gorman, Jr., Director of Customs Inspection and Control Division and a "facilitation" specialist, used the facsimile transmission for citizenship identification, validation of smallpox inoculation, customs declarations, cargo manifests, etc.

The Communications Satellite Corp. (COMSAT) made available the Early Bird Satellite facilities. An im-

Equipment used in satellite dispatch of customs data

Early Bird speeds customs examination of plane passengers

portant element in the communications network was provided by RCA, which arranged for the relay of data from Frankfurt to the earth station at Plumeur Bodou, France, for transmission via the satellite and from the earth station at Mill Village, Nova Scotia, to Dulles International Airport.

The transmission included words and numbers in computer format, and facsimiles of documents and photographs using facsimile equipment provided by Muirhead Instruments, Inc. A group of airline and Government specialists, meeting in Honolulu late in September as part of the continuing program to improve clearance procedures, analyzed results of the test.

To illustrate what advance transmission of clearance data could mean to the average passenger arriving from abroad, a TWA official said:

"Any one of us who has ever stood in line in front of a teller's window or at a supermarket check-out counter has had the experience of being hung up behind a problem. This is exactly the type of thing the experiment could ease for the international traveler.

"Receipt of passenger information in advance by immigration inspectors, for example, will enable them to check in advance a list of names for lost, stolen, or invalid passports and invalid visas and other matters involving the national security and public interest. This could eliminate the need for such checks at the time of inspection, reducing the inspection time per passenger.

"Although the test doesn't wave a magic wand over clearance procedures and although passengers will still have to make declarations of purchases and have their baggage checked, advance transmission will put the inspection agencies in a better position to have the necessary staffs on hand for arriving planes. This will facilitate clearance of both passengers and cargo."

Advance information on cargo could lead to the immediate entry, release, and delivery of more imported merchandise. Cargoes requiring agricultural inspection—meats, fruits, plants and similar items—are frequently perishable and advance transmission could be valuable in expediting agricultural inspection.

Continuing improvements in clearance procedures must keep pace with the growth of international air commerce. In the fiscal year just ended, 202 million people arrived in the United States, of whom 8½ million arrived by air, a gain of more than 19 percent over the year before. All had to go through Customs, Immigration, etc. Aircraft operations carrying this traffic were at an all-time high of 275,000, up 16 percent over the year before. Emergency steps are needed to cope with this traffic explosion. This experiment is one effort in a continuing study by private industry and Government agencies, working in cooperation, to handle the tidal wave of people and merchandise traveling from one country to another.

CSC CHECKLIST

A selection of recent CSC issuances that may be of special interest to agency management:

- FPM Letter 300–7, Federal Agency Participation in Training Under the Manpower Development and Training Act:
  —shows how agencies can participate in the MDTA program by acting as hosts for institutional training and by on-the-job training as employers.
- FPM Letter 338–5, Implementing the Revised Minimum Age Limit Requirements:
  —gives instructions on implementing the revised minimum age limit requirements for persons who have not been graduated from high school and lists the qualifying conditions under which they may be employed by the Federal Government.
- FPM Letter 713–6, Expeditious Processing of Complaints of Discrimination on Grounds of Race, Creed, Color, or National Origin:
  —urges agencies to speed the processing of complaints of discrimination under their jurisdictions and offers a schedule for processing these complaints in a timely manner.
- Bulletin 315–5, Acquisition of Career Status for Certain Temporary and Indefinite Employees in the Competitive Service:
  —summarizes the provisions of Public Law 90–105 and lists conditions which TAPER employees must meet for conversion to career status under the new law.
- Personnel Management Series Pamphlet No. 18, Recognizing and Supervising Troubled Employees:
  —discusses the problem of emotionally disturbed employees and suggests ways for management to handle the problem.
- FPM Letter 713–7, Amendment of the Equal Employment Opportunity Regulations:
  —amends the civil service regulations to add discrimination because of sex to the other forms of discrimination prohibited in Federal employment.
- FPM Letter 305–2, FPM Supplement 305–1, Employment Under the Executive Assignment System:
  —transmits an advance copy of a soon-to-be-published FPM Supplement which will provide the detailed guidelines, procedures, and instructions needed by agency officials responsible for operations under the executive assignment system.

—Mary-Helen Emmons

Response to the Fairbanks

WATERY TEST—Last summer Fairbanks, Alaska, was turned into an island, hard-hit by raging floodwaters. The men and women who make up the Fairbanks FAA team served as the link between the city and the outside during rescue and clean-up operations. Pictured above is the center of Fairbanks, with a usually busy bridge barely visible above the murky waters. Managing smiles in the photo at left are FAA's assistant area manager in Fairbanks and the airway facilities branch chief, overseeing relief flights from Fairbanks International Airport Tower. At right, an FAA dependent does *not* manage a smile as she gets a typhoid shot after evacuation to Anchorage. At far right, the strain of sleeplessness shows on the face of the area manager as he discusses the evacuation of dependents with other aviation officials.

Flood—A Team Effort

ONCE AGAIN THE METTLE and courage of FAAers who serve aviation in Alaska have been put to the test. And, fortunately for the 30,000 residents of Fairbanks, they were not found wanting.

Three years before it was trial by earthquake—the most severe ever recorded in this hemisphere. Last August it was trial by flood—a record inundation which brought with it untold misery, personal hardship, and financial loss to all who were caught in its slimy clutches.

For all practical purposes, Fairbanks was an island. The only dry places were the runways at the International and Eielson airports which provided a tenuous link with the outside for the numberless commercial, military, and private rescue missions which were flown to bring relief to that beleaguered city.

Keeping this tenuous link open was the job of Area Manager Darrell Nelson and the rest of the members of the Fairbanks team. This they did with a dedication and professionalism that was a wonder to behold. NAVAIDS were quickly restored; ingenious communications "lash ups" permitted voice contact with the outside. Center functions were transferred to Anchorage with no derogation of service.

All this was done by men and women who had suffered cruelly from the flood, and who were out of touch with their families. They stayed "at the switch" because they knew that there was a job that had to be done.

Others pitched in to ease their burden. Refugee flights were quickly organized by Flight Standards to airlift stunned dependents to safe havens in Anchorage. Local FAAers opened their doors to these refugees and offered the full hospitality of their homes.

Work teams descended upon Fairbanks to assist FAAers there clean up the flood mess in their offices and their homes. An appeal for clothing netted 3,000 pounds—more than enough to fill their needs. Voluntary cash donations from all over the agency were sent to the FAA Fairbanks Flood Fund.

So much was done by so many that there isn't space to recount all of their deeds of selflessness, or to record their names. It was a team effort by professionals who turned in topnotch performances in their hour of crisis.

"To all of you I extend my deepest appreciation for the work you have done during this emergency," commented George M. Gary, Director. "Much remains to be done in the weeks and months ahead to restore our full services in Fairbanks. I know that you shall continue to give your best effort, as you have in the past. I am proud to be one of you," he added. Mr. Gary has since moved to a new assignment as Director of FAA's Eastern Region.

Area Manager Darrell Nelson added these words of appreciation for the help given his people: "Thanks to all of you. We have received many, many official and private expressions of kindness and sympathy directed to Fairbanks FAA flood victims. These include food, clothing, money, transportation, care and housing of dependents, laundry services, clean-up teams, and many other items. We cannot begin to identify all those who assisted, so I am certain we will miss many of you in our personal thanks. Speaking for the Fairbanks FAA team and dependents, these kindnesses are sincerely appreciated."

LABOR-MANAGEMENT RELATIONS

PRESIDENTIAL REVIEW COMMITTEE

The Federal employee-management cooperation program is to have its first major reappraisal since its basic structure was established in 1962 by Executive Order 10988. The President, on September 8, 1967, in a memorandum to the heads of Executive departments and agencies, designated a committee to review what the program has accomplished and where it is deficient, and to report on any adjustments needed to insure its continued vitality in the public interest.

The committee, chaired by W. Willard Wirtz, Secretary of Labor, is made up of the following members: Robert S. McNamara, Secretary of Defense; Lawrence F. O'Brien, Postmaster General; Charles L. Schultze, Director of the Budget; John W. Macy, Jr., Chairman, Civil Service Commission; and Joseph A. Califano, Jr., Special Assistant to the President.

The Review Committee met shortly after it was established to begin its work, and held public hearings in Washington the week of October 23, 1967.

POLITICAL ACTIVITY BY FEDERAL UNION OFFICIALS

The Commission was asked by a Federal employee, who is an official of a union of Federal employees, to clarify the application of the former Hatch Act (sections 7323–27 of title 5, United States Code) to political activities by employees acting in their capacity as union officials. The Commission replied that Executive Order 10988 could not and did not modify or make any exception to the Federal law which limits the political activity of Federal employees. Pertinent in this regard is section .1(b) of Executive Order 10988, which reads as follows:

"The rights described in this section do not extend to participation in the management of an employee organization, or acting as a representative of any such organization, where such participation or activity would result in a conflict of interest or otherwise be incompatible with law or with the official duties of an employee."

Issues regarding an employee's political activity, therefore, are determined by applying the statute (the Hatch Act), regardless of whether the employee is acting as an individual or as a union member or officer.

The following questions, and the answers given to the employee, illustrate the application of the statute.

Question—Does the Commission hold the view that the union, as a separate entity with a single voice, is restricted in its activity by the Hatch Act?

Answer—Since the Federal-employee union can act only through its members and officers, the union is restricted by the Federal law relating to political activity only insofar as the action of the union reflects prohibited political activity on the part of its Federal-employee members. A union can be considered a separate entity for the purpose of applying the political activity restrictions when it acts through members or officers who are not Federal employees. Thus, an employee who does not participate in prohibited political activity will not be held accountable for political action taken by, or in the name of, the union by others.

Question—Is participation by a union officer as a member of a Committee on Political Education (COPE) considered to be a Hatch Act violation?

Answer—A union officer who is a Federal employee is prohibited from serving on the committee of a local COPE if his service requires him to engage in activity prohibited by the statute. COPE programs are in many respects concerned with nonpartisan activity such as voter education and registration drives. It is also true, however, that the committees publicly endorse and otherwise actively support candidates for election to public office and solicit contributions from members of affiliated unions for use in national elections—activities that are proscribed for Federal employees. Therefore, if a Federal employee finds that in serving as a member of a local COPE he cannot avoid involvement in partisan political activity, he should not continue to serve on the committee.

Question—Is participation as a delegate to an AFL–CIO council meeting, which includes voting on a COPE committee recommendation, considered a Hatch Act violation?

Answer—No. The mere act of voting as a delegate on matters which include COPE recommendations would not be a violation of the statute.

Question.—Does an official of the union in his union capacity have any rights which vary from those of an individual employee under the Hatch Act?

Answer—No. The area of permissible political activity for a Federal employee is neither diminished nor enlarged by reason of his office or membership in an employee union.

Question—Would a request by a union local for dollars for COPE, circulated to its membership on Government property, be considered improper?

Answer—Yes. Individual Federal employees are prohibited by the criminal laws of the United States from soliciting or receiving assessments or contributions from other Federal employees for any political purpose. There is also a section of the criminal law that specifically prohibits the solicitation or receipt of political contributions in any Federal building. The former Hatch Act prohibits solicitation of contributions for partisan political purposes. In view of these restrictions, therefore, a Federal-employee member of a union is prohibited from soliciting or collecting political contributions.

—*Vern Gill,* Director, Office of Labor-Management Relations, U.S. Civil Service Commission

THE CHANGING ROLE OF THE Businessman in Public Affairs

by DAVID E. LILIENTHAL, *Chairman*
Development and Resources Corporation

It is not really fashionable these days to be hopeful and sanguine and optimistic. But that will be the tone of what I shall say to you today. There are many reasons—and I will recite some of them—for Americans to be hopeful and to be proud.

I have never seen anything affirmative and positive come from people whose outlook either on public affairs or on the meaning of life is clouded by their own private gripes, their individual frustrations and disappointments. To such people it is not, these days, the "in" thing to be hopeful or to be proud of America.

Some years ago—in 1954—an Italian political analyst—Signor Montanelli—asked this question: "Why is America so unpopular even in those countries—such as Italy and France—which she has liberated and subsequently helped to rebuild and rescue from starvation? It is a question I myself would ask if I were an American, and as such, had lost, let us say, one son in Normandy to save France."

Signor Montanelli then proceeded to answer his question about American unpopularity; his words seem to me ones that the aged President of France today might ponder—and that our own native detractors might consider.

The Americans, this foreign observer said, "have taken from us (Europeans) neither ships, nor cannon, nor a foot of land."

"Unfortunately," he continued, "all these claims on our gratitude are obscured by one defect of which there isn't the slightest hope that Americans can be cured because it's in their blood. . . . It is the craze for improving us, for making us try to be in every way kinder to each other, juster, richer, happier.

". . . The great crime of the Americans is that they really are better than us Europeans. I don't say more intelligent. Neither would I say that the Americans are more cultured, capable, refined, or courageous. I only say that they are better intentioned, ready to sacrifice the individual for the common good, more candid, more trustful of others, and more ready than we are *to see the good rather than the bad side of things.*"

We Americans do try to see the good rather than the bad side of things. This is not a fault, I say. Rather it accounts for American moral leadership. And there is much to point to that *is* good.

Those who feel they must pour scorn and despair on almost everything American are missing, I fear, all sense of perspective about their own country and the processes of history.

The historic process of change is not for milquetoasts of self-pity-ers or whiners, and never has been. Change entails conflict, the confrontation of evil and cruelty, sometimes harsh and heroic efforts. It is indeed a wonderful world and one thing that makes it so wonderful is that it is a world of constant struggle.

When we were born, when all of the hundreds of millions of people who preceded us were born, we did not come into the world with a contract from our Maker guaranteeing us against hardship, suffering, cruelty, injustice, frustration, desperate differences with our fellow men, and valleys of discontent and disappointment to match the hilltops of achievement and joy of living.

I speak for optimism today, but I specifically address myself to one area, out of many, in which I think there is cause for hope and confidence. I refer to the *changes in the quality of leadership in public affairs* in this country.

In the early days of the Republic it was the very ablest men—and many of them young men in their 30's—who assumed leadership in public affairs. The political leaders, the politicians who developed the Articles of Confederation, and who later fashioned the Constitution of the United States of America—these were not mediocre men. They were among the ablest minds and spirits of the new nation, of the fledgling republic.

What was it in that tiny new nation that produced the miracle of a Constitution that endured the tests of time and trouble and change of circumstances?

I suggest the key to that miracle was this: that in that day *leadership in public affairs was considered the highest calling to which a man could aspire.* Public affairs were regarded as intellectually more challenging than business and commerce, more satisfying than an easier

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Delivered at the commencement exercises of the University of Illinois, Champaign-Urbana, June 17, 1967. Mr. Lilienthal was founding Director and then Chairman of the Tennessee Valley Authority and was first Chairman of the Atomic Energy Commission.

private way of life. In that early day, public service in America was considered the most rewarding of all pursuits and the first duty of citizenship.

Then followed a decline. For a number of generations public affairs, sometimes contemptuously called "politics" or the life of a bureaucrat, were not respected nor regarded as a function worthy of our ablest talents.

I suggest to you today we are in the midst of a profound change in our feelings about leadership in public affairs. You and I are witnessing the beginning of a vigorous return of the earlier concept that leadership in public affairs is a way of life worthy of the best talents of America.

In recent years many men who have open to them the widest possible choice of how to spend their energies—because of their superior talents, or because of an independent financial position, or because of their achievements in other fields—have turned to public service, to some form of government service, elective or appointive or in the civil service.

If one takes a look at the membership of the Congress, for example, he still finds plenty mediocre, old-fashioned hot-air artists. But more and more, especially among younger men, one finds not the least able men, not the most crude and ignorant, not men whose limited abilities give them little real alternative except to engage in politics and public service. The quality of most of the men in recent Cabinets, those of Presidents Eisenhower, Kennedy, and Johnson, say, by any tests of education, intelligence, stamina, and character, are at least the equal of the top leaders in industry, of banking, and of other high echelons of American life.

Even more heartening is the rising quality of men and women in the Federal career service. Let me cite a personal experience.

Administered by Princeton University, the Rockefeller Public Service Award is given, annually, to five individuals in the Federal career service. We who are members of the selection committee examine with care the records, each year, of hundreds of men and women in the Federal Government service to seek to find the five considered most worthy of this award.

Each year as we pore over these records I am impressed all over again by the extraordinary quality, distinction, and wide range of capabilities embraced in the Federal establishment. These are men and women who are among our outstanding scientists, some of our ablest administrators, financial officers, and managers of enormous complex businesses carried on by agencies of the Federal Government. Many of these agencies, run by public servants, are larger than even our largest private corporations or foundations. These career officers are not mediocrities nor misfits; they are among the ablest men and women in America. And their jobs are consequential, interesting, and call for an innovative sense. This represents—in 25 years—a great and heartening change.

This change is not an inadvertent circumstance. It comes from a *change in the way this country has recently come to look upon leadership in public affairs.*

Public affairs are no longer, as they were for a long and dreary period, simply for those who are not able to compete in areas of administration, management, science, and the rest, with men and women engaged in private pursuits. I recall what Edward R. Murrow said to me about the group of people that he brought together in the U.S. Information Agency which he headed after the end of his career in the private broadcasting industry. "I would challenge any broadcasting company," he said, "to match or exceed the quality of this Government broadcasting enterprise." The same kind of comment could be made about many of our Federal technical and administrative branches.

There is another change taking place even more significant than the increasing respect being paid to governmental public service. The change concerns the very concept of *what it is that constitutes leadership in public affairs;* indeed, it is nothing less than a new and heightened awareness of the *nature of public service.*

Let me summarize this change as I conceive of it. I do this from a certain vantage point. For almost 20 years I was a public servant, the head of two large publicly owned corporations, and for the last 17 years I have been in private business. What I have found and what I am sure others have observed is this: that the concept of public service is no longer one confined to those engaged in some form of government service. I am persuaded that leadership in public affairs is *in the process of broadening to include the private businessman.*

I find this development, still incomplete and by no means yet universally understood, a great source of confidence in the future of America. The strong motivations of public leadership that have spurred men on toward creativity as public servants—that is, while serving their government—will spur private businessmen, adding its motive force to the spur of business profits.

Businessmen, as they make their day-to-day decisions on managing the human and material resources they command, ask themselves not only "What's in it for me and my company?" but also "What's in it for the community, for the country?" Not only "How will it look on the balance sheet?" but "How will it read as history?"

Private business is the mainspring of the economic vitality, and increasingly the social vitality, of our country. By the year 2000 this may be true in many now underdeveloped regions of the earth.

Therefore, the emerging concept of the businessman as a leader in public affairs may prove to be *one of the most important American ideas of the 20th Century.*

Americans by and large find it difficult to regard success in their own private undertakings as fully satisfying to them as human beings. It may account for the desire of successful and established businessmen for some work that quells the sense of emptiness and lack of fulfillment which many, many of them feel who have devoted their

whole life to their private affairs or promoting and furthering the legitimate interests of the business in which they were employed, large or small.

But now that business is beginning—it is only at a beginning—to recognize on a broad spectrum the concept that business leadership encompasses leadership in public affairs as well as the private concerns of that business, there may arise a *whole new range of human motivations and individual incentives.*

I know that many of the more conventional businessmen in large enterprises particularly, as I have had ample occasion to observe, are confused; they are reluctant to accept the notion that as important individuals in a major private industry they have a responsibility of personal leadership in public affairs. But the needs of the American society and the unfulfilled needs of men of high caliber to be active in furthering community and public goals are so strong that this change that I foresee moves ahead despite their reluctance to embrace it—except in speeches. But younger businessmen—a new and more modern group—are setting the pace.

A few concrete illustrations will make clear what I have in mind: Participation by private business executives in money-raising drives for charity, the Boy Scouts, and so on, or making contributions for art museums or orchestras, have been accepted as a part of a private businessman's obligations to his community. This is exemplary; but it is not what I mean by the new movement toward public leadership by the men of private business.

Take almost any of the most critical areas of American life, and there you will find how intimately the day-to-day *functioning* of private business affects public affairs. And if it profoundly affects public affairs, then the leaders of *private* business become, inescapably, leaders (or potential leaders) of *public* affairs.

Some of the more obvious physical points where industry rubs against the nerves of the community are, I'm afraid, familiar sore spots: marring the natural beauty of the landscape; polluting our streams with industrial wastes; polluting the atmosphere by discharges from power plants or factories; the urgent need for wider opening of the doors of job training and job opportunity to Negroes, one of the most crucial and explosive issues of public affairs; strangling our cities by helter-skelter urban location of industries and offices. The impact on foreign affairs—sometimes dangerously, at other times beneficially—of the rapid internationalization of American business. The list is very long.

But similarly long and impressive is the list of private industry's efforts, many of them very effective, to cope with these problems, and to acquit itself honorably as a citizen of the community. Many, perhaps most, of the pressing issues in *public* affairs are ones in which private leadership is imperative, and the leadership that has proven most effective in our country is in private business.

Private business today is *involved*—and *knows* it is involved—in just about every major issue that concerns the community in which it operates. For some, this "community" is a town or a metropolitan area, but for an increasing number of large industries, it is the whole nation, or, indeed, the world.

The younger and more alert among the rising leaders of private business recognize this. They are changing the entire outlook of American private business about its role in public affairs. And as a consequence a spring of vitality and creativity about public affairs and public leadership will be made available to American life that could be decisive in our future as a people.

THE NATURE of leadership continues to be a mystery. We recognize leadership when we see it. Some of it is evil, such as that of Hitler, to take an extreme example. Some leadership is beneficent, such as educational leadership—but the elements, the components of human nature that comprise this quality we call leadership, those people we recognize as leaders, about this I find very little scholarly and systematic analysis and study. And now that the concept of leadership in this country is beginning to cover a far wider spectrum than in early years and now that the institutions of higher learning have so wide a range of talents within their intellectual borders, I have this proposal to make:

I would think it highly appropriate and fruitful if one or more universities were to undertake a systematic and perceptive study of the elements of leadership. I make this proposal because so much depends upon a better understanding of the human qualities that have produced leadership in public affairs—defining public affairs in its more recent, broader concept. It is conceivable that a better understanding of the nature and human components of leadership might be a great step toward the nurturing of and the *education* of the potential leader.

I would not venture to predict in any detail the results of such a concentrated study but I would expect it to demonstrate that leadership is not a technique, that it is not directly the product of more and more use of giant computers, nor of the vocational techniques and devices in conventional courses of management and administration. I would guess that such a study might demonstrate that whether leadership can be taught or not, as a *formal* matter (which I doubt), it will be nurtured by a climate favorable to leadership in its broadest liberal sense; that it can be stimulated best by an exposure under the most favorable circumstances, to the treasures of literature, of music, of art, of history, and of philosophy.

Should this hunch prove to be generally supportable, such a study would give further impetus to the growing recognition of the importance of a liberal education, an education in the humanities, rather than increasing emphasis upon and refinement of specialized techniques.

For, as one who has had executive and policy responsibilities for large technical and scientific enterprises, I am persuaded that the humanities are vitally ***relevant*** to life in our increasingly complex society.

HOW TO MAKE A LOBBY COME *ALIVE*

THE OLD LOOK AND THE NEW—The photo at the left shows how the lobby used to look at AEC's downtown office. Renovation of the lobby, sparked by the President's program for improved service to the public, turned it into the inviting reception area pictured below.

Atomic Energy Commission Headquarters are located in Germantown, Maryland, some 26 miles from the White House, but the Commission maintains offices on the 10th and 11th floors at 1717 H Street, N.W., Washington, D.C. On the street level of this office building is a large lobby for the reception of visitors and people having business to do with the AEC.

When President Johnson launched his program for improved service to the public on the part of Government agencies, AEC took a critical look at this downtown lobby site.

Two enormous display windows of department store size looked out upon the street. But these were carefully screened by drawn curtains and closed venetian blinds so that no one could see in. If anything more was needed to repel the public, it was an austere door sign, "United States Atomic Energy Commission," that seemed more like a warning to stay out than an invitation to come inside.

Any visitor who ventured to enter found the interior of the lobby hardly more inviting than its exterior. Ancient equipment and battered furniture gave the area a bus waiting-room appearance scarcely designed to make callers want to linger. It hadn't been planned that way. It had just happened.

Staffed by an efficient information specialist who was interested in her work and did a dedicated job, the lobby served its purpose well enough. It *did* provide a waiting room for business callers who wanted to take the shuttle bus to Germantown Headquarters or to visit AEC officials on upper floors. It *did* serve members of the press who

BEFORE AND AFTER—The photo at left shows the AEC lobby entrance before renovation. One of the display windows was carefully screened and curtained so that no member of the public could possibly guess that the area was intended to serve citizens. The number of visitors to the lobby has more than doubled as a result of the new look. The photo at right shows the same window, now used to house an atomic energy display and designed to invite public view of the interior. With a modest investment of funds and a great deal of imagination, a lobby came alive.

wanted news releases or other information and knew it was available there. And it *did* help an occasional citizen who wandered in off the street with a question or two.

But the obvious fact was that the lobby was not living up to its full potential. Here was a prime location in the heart of central city Washington that could be made into a real asset to both members of the public and to the Commission itself. The President's program provided the spur needed to get something done.

Howard C. Brown, Jr., Assistant General Manager and AEC liaison officer for President Johnson's service plans, won the backing of Chairman Glenn T. Seaborg and other Commissioners for drastic lobby improvements.

The venetian blinds and drapes disappeared from the display windows and the forbidding sign came off the door. Attractive lettering carrying the AEC name went on the window glass and the display space was used to show attractive and inviting exhibits relating to atomic energy.

Inside, the lobby was completely renovated to make as wide an area as possible available for lobby functions. This meant doing away with glass partitions, railings, and other barriers that had long stood inside and had chopped up the room into smaller spaces. Lighting fixtures were replaced. Walls and ceilings were repainted in attractive colors. The floor was carpeted. The outdated furniture and equipment were removed and replaced by newer, more functional, and more attractive pieces.

Directories and maps showing the functions and relative locations of AEC offices in Washington, Germantown, and Bethesda, Md., went up in conspicuous locations. Photographs of AEC installations and nuclear energy activities were put on display. Models of various nuclear energy facilities were obtained and placed inside the room to give citizens an idea of what atomic energy is all about.

The whole lobby interior took an a bright, cheery and—most important of all—inviting appearance. From a dull-looking, forbidding place, the lobby had come alive.

The new area was opened at a dedication ceremony last July at which Chairman John W. Macy, Jr., of the Civil Service Commission, coordinator of the President's public service program, was guest of honor and principal speaker.

Results of the improvements were immediately apparent as lobby traffic and activity doubled.

For example, though the new area, now called a Public Service and Information Center, was opened in the middle of June, the number of visitors that month shot to more than 1,200, or nearly twice the previous monthly average of 669 callers. In July, the number increased to more than 1,500 callers, many of whom said they were attracted into the room by its inviting appearance. Questions answered, booklets distributed, and overall information provided on the AEC and its activities soared proportionately and the visitation pace has increased consistently each month since opening date.

Visitors frequently say that the new lobby contrasts strongly with their idea of the "usual" Federal reception area.

"I don't mind coming over now," said one woman who knew the lobby in its older days. "It isn't so depressing. This is so much better."

AEC thinks so too. It feels its new Public Service and Information Center is an example of what can be done by the use of imagination, effort, and a comparatively modest expenditure of funds to win friends for both itself and the Government in general.

Off with the Old, on with

The New Look in Summer Employment

by SYLVIA J. BAYLISS
Public Information Office
U.S. Civil Service Commission

Programs for summer employment of young people in Government have changed considerably in recent years. With this new look in our summer employment programs, Federal managers and personnel officials should have an appreciation of the purposes and philosophy underlying the changes.

Traditionally, Federal agencies have hired a number of high school and college students each summer for many years, primarily to fill in for regular personnel during the peak vacation period and to do seasonal work in national parks and forests.

SUMMER AS "GROWING" SEASON

When the manpower pinch began to be felt in some professions such as engineering, many agencies began to use summer employment and work-study opportunities in support of their recruitment programs. The feeling was that the summer months could serve as a "growing" season for a future crop of trained manpower if young people had the chance to become aware of Government careers while still enrolled in schools and colleges. Unusually capable youngsters being trained in short-supply occupational fields could be identified early and encouraged to "think Government." An investment on the youth-side during the summer would pay dividends for many seasons to come.

With the population explosion and the increase in number and percentage of young people going to college, greater numbers also began to apply for summer jobs to help finance their education. The increasing competition for the limited number of jobs began to build pressure for a more orderly and equitable system of selecting summer employees—specifically for filling the jobs under merit procedures and apportioning jobs among competitors from throughout the country.

Heading into the summer of 1964, we took the first step in this direction. Agencies were cautioned to start observing certain requirements that would apply to all summer employment, whether under temporary limited appointments or Schedule A. Appointments were to be made without regard to race, religion, sex, or political or personal favoritism, and employment in the same agency of sons or daughters of employees was to be prohibited.

EXAMINING FOR SUMMER JOBS

The biggest change came in 1965 when a nationwide examination for temporary employment of office and science assistants for Summer 1966 was announced.

For years the Commission had had to resist suggestions that we examine competitively for summer jobs. It was not considered practical, either economically or ad-

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evaluating . . .

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ministratively, to undertake such a task for only short-term jobs. Summer would be over before we would be able to tame the mountain of paperwork involved. Then along came automation, and with it the capability for mass examining of people in a relatively short period of time. Summer employment was one of the beneficiaries of the new technology.

An interesting feature built into the examination was giving youngsters living outside the District of Columbia and neighboring States first consideration for the limited number of jobs available in the Washington area. In this way, young men and women from all over the Nation were given the opportunity to work for headquarters agencies and to see first-hand what Government offers in the way of careers.

Another change in summer employment policy for 1966, in keeping with the idea of letting merit guide summer job selections, was the move to fill Post Office seasonal assistant jobs through a separate nationwide competitive examination.

The new system for filling summer jobs worked out well, and 1967 saw little change. There was an examination for office and science assistants and another for Post Office seasonal assistants, with different procedures in effect for filling blue-collar jobs and positions at grade 5 and above requiring a bachelor's degree.

Now, with the lessons of 2 years' experience in competitive examining for summer jobs behind us, we look toward Summer 1968. A new Summer Employment Examination replaces the two separate examinations for office and science assistants and for Post Office seasonal assistants. There will be jobs in grades 1 through 4 for typists and stenographers, engineering and science aids, office machine operators, and library and medical assistants, to mention a few of the opportunities, and at the PFS–5 level in the postal service.

There will be other jobs, also in grades 1 through 4, that will not require qualifying in the written examination, but will call for college study in a particular field of work or comparable experience. Included in this group are jobs for park rangers, students interested in health careers, geological field assistants, and others in specialized fields of study.

There will be jobs for blue-collar workers. And there will be positions in grade 5 and above requiring at least a bachelor's degree or equivalent experience. These are jobs involving professional and administrative duties, with opportunities in many agencies and in a variety of occupational fields—for example, law, science, engineering, business administration, and medicine.

JOBS FOR THE DISADVANTAGED

While all of these approaches were developing, it also became increasingly clear that temporary summer jobs provided a splendid opportunity to use youngsters who had little chance of competing successfully for regular employment on the basis of education and skill, but who needed opportunities to earn money while they learned how to do jobs that a modern economy requires. Hence, in 1968, as in the last few years, there will be jobs for the disadvantaged—under the Youth Opportunity Campaign and other special hiring programs that provide meaningful work and training opportunities for the educationally and economically deprived.

The idea of doing something special for the disadvantaged was a natural outgrowth of monumental changes in Government's role in recent years. This new role recognized that modern Government, to faithfully serve, must do more than govern. It must be concerned with the larger problems of the man called citizen.

In countless areas of national life, the Federal Government has been called upon to tackle problems that know no traditional boundaries of governmental jurisdiction. These are the problems of too many people elbow-to-elbow in too little space, competing against tremendous odds for their rightful share of schooling and job opportunities, goods, and personal dignity.

In responding to unprecedented national concerns, the Government has been cast in the role of mover and shaper, responsible for creating new programs and exploring new avenues of public service.

Along with this trend toward the increasing involvement of Government in solving domestic problems has come a recognition that it has a companion role to play as a responsible employer, to be whenever possible the pacesetter—the model—for other employers. Government has led the way in opening new opportunities for minority groups, women, and older workers; for the handicapped;

assembling . . .

repairing . . .

testing . . .

designing . . .

experimenting . . .

for those whose resources of skill and training have gone untapped; and for those denied the opportunity to develop any job-worthy resources at all.

YOUTH OPPORTUNITY CAMPAIGN

The Youth Opportunity Campaign, a product of the new thinking about Government's role in national life and as model employer, had its start in 1965. There was genuine cause for alarm that year, with over 2 million boys and girls out of school for the summer and hungry for jobs. It was clear that many would not find work. Without summer earnings, there would be no school or college in the fall for some. Worse yet, many would find future job opportunities scarce because they lacked marketable skills that might come from a summer of truly meaningful work.

We saw where all this would lead. The dropout rate would soar. In a labor market that was puttting a high premium on job skill, those who didn't have it would lose out to those who did. Sooner or later, the Government along with other employers would be the losers.

All sectors of society joined with Government in making the Youth Opportunity Campaign a success in 1965 and for the two summers that followed. Perhaps of even greater significance is the spin-off effect the Campaign had. From it came increased use of already established hiring authorities that have application to youth employment, as well as new approaches. Among the new ones is the equally successful YOC offspring, the President's Stay-in-School Campaign, enabling youngsters to combine schooling with part-time work.

NEW LOOK SERVES ALL

The new look in all of our summer employment efforts on behalf of young people is serving the Government well, while at the same time serving the public interest. Career people and newcomers, drawn together for a summer of work, have turned out to be a mighty powerful team in cutting through backlogs, getting new projects off the drawing board, pushing others to completion.

In a statement announcing the 1967 Youth Opportunity Campaign, President Johnson talked about the value of this youth employment program in words that have meaning for the Government's whole array of summer employment activities. He said:

"The young men and women who want a chance to work and who are denied that chance cost this country more than it can afford. All America can help them help themselves. We do it for the sake of the America to come."

The America to come—that is what it's all about. That's why there has been a more comprehensive approach to summer employment in the Federal service. In short, it can properly serve a number of purposes. There are a variety of needs to be met, and therefore a variety of methods of employment to meet them.

That's why each agency should plan a balanced program of summer employment that will provide meaningful work and training opportunities for young people . . . support long-range recruitment programs . . . accomplish necessary work . . . and contribute to the fullfillment of Government's dual role in attaining domestic goals and serving as a model employer.

formulating . . .

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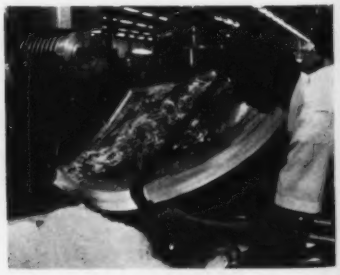

measuring . . .

To ease the passage from military to civilian careers

PROJECT TRANSITION

by
THOMAS D. MORRIS
Assistant Secretary of Defense (Installations and Logistics)

IN 1968 some 750,000 servicemen will be released from active duty. The following year this figure will continue to rise. These men have entered military service either through the Selective Service System or by enlistment for initial periods of obligation ranging from 2 to 4 years. Most of them will reenter civilian life at the conclusion of this service. What will they do?

Many men will take immediate advantage of the GI Bill and enter or return to a university, community college, or technical school. Some will go back to their former jobs or take up new jobs already promised. Still others will seek for the first time to use their newly acquired military skills as a means for obtaining employment in comparable civilian jobs. For another group reentry into the civilian job market may be a problem.

PATH TO CAREERS

President Johnson, in his Manpower Report to the Congress in April 1967, stated: "We must make military service a path to productive careers." In this message he was especially concerned about those men whose military service may not produce a marketable civilian skill

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Until recently Mr. Morris was Assistant Secretary of Defense (Manpower).

or whose level of educational achievement would be a deterrent to the acquisition of a good job.

To insure the immediate productivity of these men as they reenter the civilian economy, he stated: "To help them I have asked the Secretary of Defense to make available, to the maximum extent possible, in-service training and educational opportunities which will increase their chances for employment in civilian life."

WHO BENEFITS

Following the President's expressed desire, Secretary of Defense McNamara has established Project TRANSITION to prepare men for the critical reentry period. Many men who have not been able to reenlist, who have served exclusively in combat-type operations, or who have not achieved the training level necessary to acquire a negotiable civilian skill, form the principal target group for the Project. In lower priority, training opportunities will be provided for those whose former civilian-acquired skills or recently acquired military skills require further upgrading to meet prevailing employment standards. Those who have a more critical need for education than for skills training will be given a chance to upgrade their educational level.

The Department of Defense will offer training and education for these men through a number of sources, on or off duty. Formal school courses, on-the-job training programs, or self-paced programmed learning courses in occupations having direct civilian job counterparts will be given through existing military training programs.

Training courses will be sponsored on or off base by Federal, State, and local agencies, through the Department of Labor, Office of Education, and appropriate State or local facilities, or by a specific Federal agency, such as the Post Office Department. Private industry will also be invited to share in the training and placement effort.

PRE-TESTING BEGINS

The project is now being pre-tested at five pilot installations: Ft. Knox, Ky. (Army), San Francisco Naval Base (Navy), Randolph Air Force Base, Tex. (Air Force), Camp Lejeune, N.C. (Marine Corps), and Walter Reed Army Medical Center, Washington, D.C., for the combat disabled. All men must be volunteers for the program and have from 1 to 6 months' service time remaining.

Under the pilot program, each man completes a comprehensive questionnaire which reveals his career intentions and desire for future education and training during his remaining months in uniform. This is followed by an intensive counseling session. Preliminary results indicate that among those who do not intend to reenlist about 50 percent express a desire to take advantage of this training opportunity.

At Ft. Knox, where the initial pilot program was established in June, some men have entered military training courses for automobile mechanics, and others are pursuing educational courses to raise their level of achievement to a minimum of high school graduate equivalency.

WHAT AGENCIES CAN DO

As a demonstration of what a Federal agency can do, the Post Office Department has been conducting a course in postal work. Graduates will be offered positions in the Department upon successful completion of the necessary prerequisites. Graduates of the first class completing their course early in August were immediately employed.

A PROJECT VOLUNTEER finds out about courses available to him at San Antonio College that will help qualify him for a civilian career. Counseling sessions such as this one at Randolph Air Force Base are instrumental in preparing service personnel for reentry into the civilian job market.

STATES CAN HELP

Typifying the contribution States can make is Kentucky's plan to offer several courses in such fields as electrical appliance repair, industrial electricity, welding, drafting, and data processing.

One of the key elements of the pilot program will be the establishment of a system to provide placement opportunities for graduates of these courses. The occupations for which the Department of Defense hopes to offer training are found in the Federal civil service, and include occupations in mechanics and repair, clerical and administrative, food, medical, construction and structural, and machine trades areas, plus a miscellaneous group including electronics technicians and law enforcement officers.

Civilian personnel officers at the pilot military installations have been asked to inventory their job openings as possible placement opportunities for men completing training in these areas. The Post Office Department has shown a lively interest in offering continuing training opportunities and will try to provide many other installations with training similar to that being given at Ft. Knox. Other Federal agencies have requested information on how they might participate in the training program to meet some of their specific requirements.

CSC ASSISTS

The Civil Service Commission has been asked by the Department of Defense to provide assistance on a regional basis when the program becomes fully operational after January 1968. This would consist of making known information about Federal job openings and examinations or hiring procedures—not only to the pilot installations, but to all major military bases.

The key to the success of the program is placement, and the Secretary of Defense wants it set up with this in mind. A close link between Project TRANSITION and the Federal civil service will help to achieve this.

One young soldier at Ft. Knox, when asked by a counselor why he preferred to train for a job which would lead to the Federal civil service, said, "Civil service doesn't discriminate; it will offer me security and a chance, I hope, to live in some new place instead of going back to the old city to which I now don't particularly want to return."

PROJECT GOALS

Project TRANSITION hopes to help this man and others like him by providing a—

- sound counseling program
- training or educational program oriented to needs
- placement system which provides immediate, relevant job opportunities

SERVICEMEN learn about postal work (photo above) in a training course at Ft. Knox, Ky., where the initial pilot program for Project TRANSITION was established. In the foreground, a program volunteer operates a tieing machine while his co-workers sort and bag mail for shipping. In the photo below, a Project TRANSITION NCO talks with a serviceman about the results of the questionnaire he has completed regarding his career intentions and desire for training.

- chance for greater mobility
- boost in morale and confidence for those reentering civilian life.

The Federal civil service can play an important role in Project TRANSITION and will, in turn, reap the benefits that the program shows promise of producing. Those who have served their country well in uniform are geared to provide the brand of civilian service needed in the years ahead. We cannot afford to overlook this valuable source of trained and trainable talent.

The AWARDS STORY

EMPLOYEE IDEAS SPARK RECORD NUMBER OF IMPROVEMENTS IN FISCAL YEAR 1967

The number and value of employee ideas for improvement adopted during the year ended June 30 surpassed all previous records, as revealed by agency reports of incentive awards program results for fiscal year 1967.

Government-wide Highlights: Measurable benefits from adopted suggestions reached an all-time high in 1967, topping $156 million. This is an increase of $33 million over the previous year's measurable return from employee suggestions.

Of the 551,764 suggestions for improving operations submitted last year, more than 141,500 were adopted, setting a new high in the number of employee ideas found useful by agency management officials. One-fourth of the adopted suggestions were in the measurable benefits category by virtue of the fact that they produced improvements in the use of supplies, equipment, material, manhours, space, etc., which could be converted to dollar amounts. Three-fourths of the adopted suggestions resulted in intangible benefits (not measurable in terms of dollar amounts) and accounted for improvements in such areas as service, safety, quality, technology, and mission accomplishment.

Employees earned a record total of $4.3 million in cash awards for adopted ideas, with the average award amounting to $42. Eighty-seven percent of the cash awards made for adopted suggestions were in the $50 or below range.

Over 88,400 awards for superior performance, averaging $151 each, were made last year with resulting measurable benefits of $186.9 million, compared with $158 million the previous year.

Agency Achievements: Each of the four largest components of the Department of Defense—Army, Navy, Air Force, Defense Supply Agency—showed increases in measurable benefits from adopted suggestions.

Air Force realized $60 million in first-year measurable benefits from more than 20,000 adopted suggestions, the largest ever achieved by a Federal agency.

Army led all Defense agencies in the number of adopted suggestions with a total of 23,133, and had a 62 percent increase in measurable benefits to $40.4 million, an all-time Army high.

SUMMARY OF GOVERNMENT-WIDE RESULTS
Fiscal Year 1967

EXTRA EMPLOYEE CONTRIBUTIONS	
Suggestions Adopted	141,535
Rate per 100 employees	5.3
Superior Performance Recognized	88,424
Rate per 100 employees	3.3
MEASURABLE BENEFITS	
Adopted Suggestions	$156,572,489
Superior Performance	$186,945,642
AWARDS TO EMPLOYEES	
Adopted Suggestions	$4,392,715
Average award	$42
Superior Performance	$11,774,690
Average award	$151

Navy's measurable benefit return from more than 19,000 adopted suggestions increased by 20 percent to $24.8 million, the second highest ever recorded.

Defense Supply Agency increased the number of adopted suggestions by 46 percent and measurable benefits by 206 percent to a record high of $8.1 million.

Four nondefense agencies exceeded the million dollar mark in measurable benefits from adopted suggestions: Post Office for the 13th successive year, NASA for the fourth, and Treasury and Agriculture for the third.

Post Office led all agencies in the number of adopted suggestions with 50,467. Measurable return from these suggestions rose to an all-time high of $8.7 million, the largest among nondefense agencies.

NASA's measurable benefits from adopted suggestions increased 69 percent to a record high of $4.1 million.

Agriculture achieved $3.8 million in measurable benefits from adopted suggestions, a 192 percent increase and a new record.

Treasury's measurable return from adopted suggestions increased 25 percent to an all-time high of $1.8 million.

Housing and Urban Development achieved $330,793 in measurable benefits from adopted suggestions, a 106 percent increase over 1966.

Justice increased its measurable benefits from adopted suggestions by 39 percent to achieve an all-time high of $114,198.

Top Cash Awards: $5,000, largest award for individual superior accomplishment, went to Miss Shirley J. Gomora, an inventory management specialist at the Army Ammunition Procurement and Supply Agency, Joliet, Ill., for recommending a modification of shells designed for a gun which had become obsolescent so the rounds could be used in the modern 155 mm Mark 107 artillery piece. Her alertness and attention led to a reduction of $10.4 million in expenditures for ammunition in one fiscal year. The $5,000 award to Miss Gomora is the largest ever made to a woman in the Federal service for an individual achievement.

$4,180, top award for an adopted suggestion, was shared by highway engineers Richard G. Zimmerman and Maurice F. Rocheleau, Forest Service, Department of Agriculture, Missoula, Mont. They proposed an improved method of planning the design of roads in national forests which gives engineers positive control of the grade adjustment problem in road design and cuts construction and engineering costs by an estimated $3.1 million annually.

$3,615, largest award for a group achievement, was shared by a five-man engineering team at Army's Edgewood Arsenal, Md.—Donald M. Cohen, Angelo A. Conti, Robert E. Krauch, Jr., Robert E. Lentz, and Larry T. Shaff. They devised a way to adapt surplus jet engine shipping containers for further use by the Air Force with resulting net benefits of $2.5 million on the procurement of 1,084 containers. A modified container costs $1,100 as compared with an estimated $3,600 to manufacture a new container.

WHO Received the Cash Awards?

FOR ADOPTED SUGGESTIONS

Employees at grade GS–6 and below in the classified service and nonsupervisors in wage board and postal positions (71% of total work force) received 74% of the suggestion awards.

Classified employees (45% of total work force) received 40% of the awards.

Nonclassified employees, mainly in the wage board and postal categories (55% of total work force) received 60% of the awards.

Among classified employees:

GS–6 and below (46% of total) received 52% of awards.

GS–7 through GS–11 (34% of total) received 35% of awards.

GS–12 and above (20% of total) received 13% of awards.

Among nonclassified employees:

Nonsupervisors (90% of total) received 88% of awards.

Supervisors (10% of total) received 12% of awards.

FOR SUPERIOR PERFORMANCE

Employees at grade GS–6 and below in the classified service and nonsupervisors in wage board and postal positions (71% of total work force) received 65% of the superior performance awards.

Classified employees (45% of total work force) received 53% of the awards.

Nonclassified employees, mainly in the wage board and postal categories (55% of total work force), received 47% of the awards.

Among classified employees:

GS–6 and below (46% of total) received 52% of awards.

GS–7 through GS–11 (34% of total) received 29% of awards.

GS–12 and above (20% of total) received 19% of awards.

Among nonclassified employees:

Nonsupervisors (90% of total) received 79% of awards.

Supervisors (10% of total) received 21% of awards.

—Philip Sanders

EQUAL EMPLOYMENT OPPORTUNITY

CSC ENDORSES PRINCIPLE OF FAIR HOUSING

In traveling about the country, I am frequently questioned about the extent and manner in which Federal officials should become involved in community matters affecting employability, such as the issue of open housing.

While it may not be appropriate to plead for a particular legislative proposal, especially if the issue is mired in partisan politics, the responsible Federal official can clearly support the principle of fair housing.

Recently I had the privilege of representing the Civil Service Commission before the Board of County Commissioners of Prince Georges County, Md., to give testimony in support of open occupancy and fair housing. This action was taken in accordance with CSC guidelines pertaining to agency participation in community affairs affecting the employability of minority group citizens.

I pointed out that the Federal Government employs nearly 3 million civilian employees. This is in addition to military personnel. Of that number, almost 300,000 (10 percent) are in the Washington, D.C., metropolitan area. The Federal Government is the Nation's largest employer and the largest single employer in Prince Georges County and the entire metropolitan Washington, D.C., area.

"Ours is a Government of, by, and for the people. People of all races work side by side in Federal agencies, and in our military forces fight and die side by side. The Federal Government makes no distinction in employment on the basis of race, creed, color, or national origin," I testified. "The President, by Executive Order 11246, has established a national policy requirement that every department and agency maintain an affirmative program to assure equal employment opportunity and equal treatment to all citizens. There can be no complaint or dispute that this is the right thing to do."

TESTIMONY ON HOUSING

During my testimony, I also stated that the Federal Government's pledge of equal employment opportunity cannot be fully carried out if workers who would be hired are unavailable to us because they are restricted from living in the location of their choice.

"As an employer with highest priority missions, the Federal Government must be able to attract and retain highly trained and qualified personnel. When it is not able to hire a skilled scientist or engineer for work on a defense system, for example, the whole Nation is the loser," I said.

There is no doubt that the availability of good housing close to the work site is an important factor in our ability to hire and keep the people we need to carry out our Nation's defense programs, research, exploration into space, and the great variety of other important tasks assigned to the Federal Government.

"To require a person who is sought after by many employers to travel many miles to his work when his white colleagues can live next to their installation simply means that he or she may not come to work for us. If he does, the morale of the individual and his family has a direct relationship to his job performance," I emphasized. "Frankly, we cannot afford to lose the energies and abilities which these qualified persons bring to our work force or to have their performance adversely affected by housing problems. Federal installations in the D.C. suburbs should be as able to attract and retain qualified persons as installations located in the central city."

OPEN HOUSING NEAR AGENCIES

Locations in which it is difficult to recruit and retain personnel simply do not make good sites for Federal installations. The availability of open housing must be a factor to be considered in the location of Federal installations. Consideration will be given in every future move of a Federal agency as to whether good housing close to the work site is available for all employees regardless of race, nationality, or religion.

I pointed out to the Board that equal employment opportunity cannot be separated from equal opportunities in housing and in quality education and training. Where one lives usually determines where he goes to school and the quality of his education; hence, his ability to compete for a place in the work world. This developmental process—neighborhood to school to the world of work and the quality of each—directly affects the overall progress of our communities.

"If we are to assure continuing progress in Prince Georges County and the Washington, D.C., metropolitan area, we must promote equal opportunity for participation in this developmental process," I stated. "The lack of available housing on a nondiscriminatory basis breaks this developmental process and thereby adversely affects the employability of those affected by it. Additionally, our communities and the Federal Government as a part of those communities must also be concerned about the general welfare and the concern and needs of our citizens."

The above is representative of the views that Federal field officials may quite properly present to community officials considering legislation on open housing.

—Anthony M. Rachal, Jr.
Special Assistant to the Chairman
for Equal Employment Opportunity

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X-Men

Worth Noting *(Continued)*

Trade Commission; for science, technology, or engineering, Dr. Herbert Friedman, superintendent and chief scientist, atmosphere and astrophysics division, Naval Research Laboratory.

RECENCY OF EDUCATION OR EMPLOYMENT, as required by qualification standards for certain scientific occupations, has been under careful review by the Civil Service Commission. As a result of this review, positive "recency" requirements have been eliminated from the standards for many occupations. This will make it possible to employ housewives and others who formerly worked in scientific occupations but left this employment for a time. The Commission concluded that in research and development positions recent experience or education may be highly important. However, the value of recency can be reflected in the ranking of eligibles. In some cases, it may be feasible for an agency to provide knowledge of important recent breakthroughs in technology by means of refresher training.

FEDERAL INFORMATION CENTERS operated by the General Services Administration will be opened in 5 additional cities within the next year. Successful operation of experimental centers in Atlanta and Kansas City has led to the planned extension of similar service to Chicago, Boston, Denver, San Francisco, and Fort Worth. The information centers in Atlanta and Kansas City have each been handling 5,000 public inquiries per month, making it possible for the public to receive one-stop information about all services offered by Federal agencies. They have been described as "where to turn centers" for citizens who have a problem but do not know which Federal agency can be of help.

JUDGING THE WOMEN, but not in a beauty contest, will be the task of three brave men and two women who have been designated as judges in the eighth annual Federal Woman's Award. The 1968 awards, designed to give public recognition to outstanding career women in Federal service, will be presented at a banquet in Washington, D.C., March 14, 1968. The judges are: Milton S. Eisenhower, president emeritus of Johns Hopkins University; Julie Chase Fuller, director of women's programs and community services, Station WTAG, Worcester, Mass.; Louis B. Lundborg, chairman of the board of directors, Bank of America; Mrs. Alfred W. Negley, treasurer of the San Antonio Art Institute and officer of numerous cultural organizations; and Carl T. Rowan, journalist and former Government official.

IT WAS WORTH NOTING (July-September Journal) that Mary Ann Seibert, of St. Cloud, Minn., was picked as International Secretary of the Year—but not that she was the first Government employee so honored. That distinction went to Dorothy O'Rourke, in the Office of the U.S. Probation Officer in Phoenix, Ariz., who received the title of International Secretary in 1962. Now we can all be twice as proud!

—Bacil B. Warren

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